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ABSTRACT

This study of the community of Norfolk, Virginia, and its public library system concentrates on an area of the city with a large Black community. The city planning process is explained, and the Model City Program described as a prime example of planning in such areas. The situation and programs of two agencies--a storefront public library and the Black Culture Center--that will be fused into one when a new facility is built in this area are discussed, and the need for a new agency is detailed. Data on library use, user registration, and the collections in branch libraries neighboring the proposed new branch are analyzed, as well as the residence of clients using these libraries during a specified time period. Both the demographic characteristics of the population and the physical characteristics of the area of the proposed branch are also examined. Research findings and recommendations on policy, board and citizen participation, staff, physical resources, and programs are summarized in the conclusion. Fourteen appendices display data collected for the study, maps, and an editorial from a local newspaper. A bibliography is included. (CWM)

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INNER-CITY LIBRARY SERVICE:

A COMMUNITY ANALYSIS FOR BETTER LIBRARY SERVICE TO NORFOLK

Norfolk Public Library System

Norfolk, Virginia

July 1978

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The staff of the City Planning Department and the Norfolk Redevelopment and Housing Authority have been most cooperative and unselfish with their help and direction in data collection and interpretation. We extend our thanks, and our acknowledgement of their intellectual contribution to this work. Mr. William M. Hill, Pretlow branch head, contributed significantly to this work. Sandra L. Hurtt and Barbara T. Dull of the library's Public Relations department helped turn the manuscript into a consistent, well-typed copy. Of course, any fault in this paper is ours.

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Foreword

This report is made up of several sections: first, the introduction presents information about Norfolk, its public library system, and its problems. This is followed by a chapter on planning in Norfolk; the Model City Program is presented as a prime example of planning in the Black areas studied in this paper.

Following that, a narrative presents the Brambleton and Black Culture Center's situation and programs, and the need for a new facility is expressed. Some of the quantifiable work done by the branches neighboring the proposed branch site is analyzed. Reference work is not included, but the registration and shelflist files are studied, as well as the residence of clients using the libraries during a specified time period.

Next this work presents an examination of the population and physical characteristics of the area where a branch library might be built.

Lastly, and most importantly, the conclusion summarizes what this committee has learned from the information we have gathered, and it contains our recommendations.

CHAPTER I

INTRODUCTION

This paper is a progress report on the development of the public library system in Norfolk, Virginia.

Norfolk: seaport, Navy town, banking center, cultural capital, medical center; innovator and user of federal grants; torn up, torn down; redeveloping and rebuilding.

With a population of 286,000 Norfolk is known for all of the above. As a city it is almost cosmopolitan; completely hemmed in, home to rivers and creeks, bays and lakes, bridges and tunnels. Still very much a Southern city, some enclaves are overwhelmingly Black or White. School busing is used as a tool for integration in the public schools, but the two state-supported colleges are predominantly Black or White. Other institutions have been shaped strongly by this emphasis on racial separation.

Industry ranges from shipping coal via Norfolk & Western Railway at Lamberts Point, to a noodle factory close to downtown. Large grain and fertilizer companies have main offices here (manufacturing and storage elsewhere). Early development cleared out Broad Creek housing to get land for an industrial park. Much of the work force has its source in the Armed Forces, both as service personnel and civil servants. Port activity as an international terminal cannot be understated.

Norfolk has the common problems of older cities throughout the United States: a shrinking tax base and population, and a constantly rising demand for more services and for better upkeep of the older services. There is very little available land for redevelopment -- Norfolk is land-locked. What is available requires an infusion of large amounts of money to make it attractive. Yet Norfolk also has

the most active shopping center in the area and a downtown that closes at the end of the business day; the remaining people are inner-city residents.

The need for overall regional thinking is slow in coming. After some five years of labor a transit system came into being. Sewage treatment has been regional but a water system for the four southeastern Tidewater cities is a long way off. A study of a Tidewater library system is underway. Cooperation between/ among these cities is essential but things move slowly.

With an interesting mix of music from symphony to folk, theater from traveling pros to local college groups, opera and ballet, art museums and art shows, PBS-TV and rock and soul and easy-listening radio, the cultural activities offer a wide range for all ages and pocketbooks. A recent Time article documented Norfolk's entry into the world of opera premieres.[1]

There is much to be done to make Norfolk a livable city for all of its citizens.

THE PUBLIC LIBRARY SYSTEM

Interest in a public library was evident early in Norfolk. In 1796, a library room was opened for a few hours a week.

1870 saw the beginning of the Norfolk Public Library. Members were required to pay $5.00 as a fee. In 1894, the library was incorporated by the General Assembly and in 1895, the city made its first appropriation ($750.00).

The Library has grown and expanded from a second floor room to a YMCA, to a Carnegie Building, to the present Norfolk Public Library System.

Expansion of the system had been dramatic as evidenced by its growth throughout the city. The Central agency, Kirn Memorial, opened in 1962. Van Wyck branch started out in 1916, Berkley and Blyden in 1921, Brambleton in 1930. Bookmobile service began in 1956. New buildings for Blyden and Ocean View (Pretlow) opened in 1957 and 1961. Other branches are Janaf (1966), Little Creek

(1967), Larchmont (formerly Tanners Creek, 1968), Lafayette (1970), Black Culture Center (1970) and Barron F. Black (1977).[2] (See appendix I).

THE LIBRARY'S SITUATION IN THE STATE

The Norfolk Public Library serves the largest population (286,000) of any city library system in the state. It is second in the state only to the Fairfax County Public Library System which serves a population of 514,100. Regionally it compares to Chesapeake (104,400), Hampton (128,400), Newport News (139,000), Portsmouth (108,100), and Virginia Beach (217,300).

The Library has slightly more than half the number of volumes (601,539) that Fairfax has (1,179,965) but Norfolk Public Library's circulation is only about one fourth (1,154,146) of Fairfax Public Library's (4,795,648). Chesapeake has 136,434 volumes and circulates 350,277 per year. Newport News has 243,386 volumes and circulates 605,754 per year. Hampton has 173,763 volumes and circulates 481,251 per year. Portsmouth has 170,018 volumes and circulates 358,991 per year. Virginia Beach has 216,394 volumes and a circulation of 1,050,635 per year.

Kirn Memorial is the second largest central public library in Virginia (76,000 sq. ft.) surpassed only by the Richmond Public Library (122,000 sq. ft.). Neither Newport News nor Virginia Beach has a central library; Chesapeake (18,431 sq. ft.), Portsmouth (21,000 sq. ft.) and Hampton (9,153 sq. ft.) have much smaller central libraries. Kirn Memorial has been a primary reference center of the Tidewater area for many years.

According to the most recent State Library report the City of Norfolk allots more money to the library system per capita ($6.47) than any of the area cities [Chesapeake ($4.27), Hampton ($3.49), Newport News ($4.55), Portsmouth ($3.73), Virginia Beach ($6.77)] but spends much less than Arlington ($11.66),

Falls Church ($19.84), Fairfax ($10.04) and Williamsburg ($16.19).[3]

PROBLEMS

In spite of the growth of the system, there are significant gaps in the distribution of library services to the city's residents. This report concentrates on an area which has not enjoyed first-rate service. As a progress report usually provides, it documents the present status of citizens, city and library activities in regard to providing library service to the unserved population living in the section between Blyden and Janaf branches of the library system (see appendix I).

As Ellsworth Mason has pointed out,[4] service to minorities is the most pressing concern for public libraries. Minorities are unserved, and await the library's contribution in the fields of their vital concern, economic and social survival and advancement. What are needed are not particularistic services, but the funding of adequate staff and facilities to adapt the library's services to different user groups. The technique of a community analysis for more responsive library service can result in knowledge about the community not previously available to the library staff and the administrative authorities. This knowledge can help in the design or in the reshaping of policies, procedures and programs toward better library service in the area studied. Hopefully the community analysis conducted by this committee will produce recommendations that will be useful in delivering library service for the area studied.

CHAPTER 2

PLANNING IN NORFOLK

This section has been included in the library community analysis because as a medium-sized city, Norfolk's Planning Department plays a major role in city development. The staff of this department has been very helpful to the analysis team from the library. The inclusion of this chapter in the analysis should help other libraries in medium-sized cities organize their community analysis efforts in a similar manner as has been done here, using the resources and the orientation of the planning staff. Norfolk's complexity and variety of community organizations precludes a listing of such groups, as is recommended by the Community Analysis Institute instructors. Instead, this chapter takes the place of a community organizations analysis.

It has often been found that libraries look inward and tend to neglect some of the resources of the community. In an analytical exercise of this type, no one could contribute more to organization and direction than the planning staff of the municipality being analyzed.

PLANNING

City planning in Norfolk is a sophisticated process. This city was a pioneer in the planning field, since the first decades of this century.[1] In 1946, city planning became more extensive with the creation of the Norfolk Redevelopment and Housing Authority. The city planning office achieved departmental status in 1949.

A comprehensive plan for the city's physical development was approved in September 1967. Planning is all-encompassing: first, it includes short and long-range conceptualizations; second it gives appropriate weight to social and economic factors; thirdly, it takes into account regional considerations.

The specific goals of the General Plan are a strong and progressive economy and a healthful, attractive and efficient physical environment. In general terms the plan establishes that governmental facilities and services should be maintained in quality and quantity appropriate to current and ever-growing needs. An assessment of Norfolk's public facilities and services contained in the General Plan states that they are of good to excellent quality, "meeting or exceeding national standards" in most cases.

The entire city is divided into 87 neighborhood units called planning districts, which comprise the smallest elements commonly used for general planning purposes. From these neighborhood districts, their analysis, and the principles and goals stated in the General Plan, Norfolk evolves its detailed plans for individual districts and planning areas. Much of the information gathered in this paper is by planning districts or by census tract areas (see appendices II and III).

THE GENERAL PLAN

The General Plan recognizes that all libraries of the city, that is, school, college, and public, perform both educational and recreational functions. However, the plan dwells in detail on the Norfolk Public Library. It states that the general objective of the public library is to "expand and improve [its] system and increase its use." It furthermore states: "In particular, existing branch libraries must be enlarged and improved where there are shortcomings, and new branches added where needed." This statement reflects the library administration's participation in developing the plan's library section and naturally it recognizes that the library system is only partially evolved, and that there is a need to develop it and fill existing gaps.

The plan is the crystallization of the prevailing values of the local

society. As such, it represents the final stage of the meeting of all the forces, pressure and interest groups; the evolving complexity of Norfolk's plan is not only a good sustitute for an enumeration of all groups and organizations, but it represents the organic, changing nature of a medium-sized city's goals and objectives.

UPDATING THE PLAN

The crisis confronted by cities, Norfolk included, has presented the possibility of having to update the plan to reflect a change in real.ty. For example, when the most recent branch was added to the library system in July 1977, no staff was provided to the library system to operate the branch. Also, a hiring freeze in the spring of 1977 resulted in the net loss to the library system of 6 permanent full time positions. (However, personnel obtained through the Federal Comprehensive Employment Training Act at least temporarily more than offset the loss in the freeze and number needed for the new branch).

The plan provides for its currency, and other city documents point to the possibility of updating planning in Norfolk, by expanding its scope to the needs of the disadvantaged. In this document, utilized to secure federal funding for projects in Norfolk, one of the goals is to "...expand and improve the quality and quantity of public services, especially those designed to meet the needs of low and moderate income persons and which are essential for the sound development of a viable urban community."[2]

Though the plan admittedly is a set of ideals not linked up with a timetable, it appears that it needs to reflect the present austere values thrust upon cities and government in general.

And yet the high number of minorities and poor people in the cities presents a necessity to spend more in the social and redevelopment areas.

Perhaps what is needed is a shift in societal thinking, toward a synthesis of the present austerity and the clamoring for services.

On this subject, J. K. Galbraith points out that, in city life, the assumption had been that payment for public tasks would be a lesser amount than that spent for private matters. In his own words:

> The social aspect of urban metropolitan life is extremely expensive, far more than we imagined. The notion that the social costs are only a deduction from total public and private expenditure- a view that is a legacy of the attitudes of the Industrial City- is not obsolete. It may well be in the future that, if the Metropolis is to be pleasant, healthy, otherwise agreeable and culturally and intellectually rewarding, public expenditures will have to be higher than private expenditures...If the satisfaction from public services is higher than from private goods for the typical urban dweller, there will obviously be more social good in accepting the first than in resisting it. Not ideology but the social character of the Metropolis is the controlling circumstance.[3]

The active role of the city government in city economic development has been recognized for some time. Specifically, a recent local government document stresses the need for public role in development because "private market can be limited in an urban area to bring about on its own the optimum utilization"[4] of the three economic resources (labor, land, capital). Local government involvement in other vital affairs should not end there; an active role of Norfolk's government in the development of its human resources, through an aggressive and eclectic plan, is needed. Galbraith points out the need to involve the public weal in aesthetic, health, cultural, and intellectual endeavors. Libraries can play an important role in the development of these important areas of city life.

THE MODEL CITY PROGRAM

An excellent example of planning and what it can achieve was the Norfolk Model City Program.

This comprehensive program sought to improve urban life in the areas of health and recreation, public safety, education, manpower, and physical environment.[5] As such, it provided an opportunity for public involvement in improving the social, economic, and educational condition of Norfolk's inner-city residents, much as Galbraith points out above.

The need for an extra effort for the poor was made clear by this statement of the program: "On education, particularly, the services given should be made adequate to the special needs of the disadvantaged, rather than being distributed "equally to everyone."[6]

The development of the Norfolk Public Library System has been influenced heavily by the infusion of federal money. With the help of Library Services and Construction Act money, the system had developed to a very high level in many of its components. At the time that the Demonstration Cities and Metropolitan Act money became available, in 1966, the library system was typical of the Southern United States.[7] In the Black, low-income areas, library facilities were severely below the high standards of the rest of the library system (see appendices IV and V).

A top priority of the Model City Program was the active nurturing of citizen participation. Prior to 1969, the Southeastern Tidewater Oportunity Project (STOP) had established citizens' advisory councils in four of the blighted inner-city neighborhoods.[8] These councils provided the foundation of the Model City Commission, that is, the citizen participation component of the Model City Program.

THE MODEL CITY LIBRARY SERVICE PROJECT

The Model City money was used to pay for locally-generated ideas. The Norfolk Public Library System developed a plan, with citizen participation, and implemented it from 1969 to the present. The public library's participation in the program

was in the education component of the Model City program; this was a major factor in the library's efforts being directed mainly toward an increment in children's services. The beginning paragraph of the education section of the program stated that a supreme effort must be made to spare the children of the poor from the fate suffered by their parents.[9]

Specifically, the purpose of the library's project was to raise the educational level of the Model City residents, to stimulate interest in reading and to increase the use of branch libraries in the areas of Norfolk defined in 1969 as the Model City area. The program area was expanded in 1973 to several other neighborhoods. This purpose was implemented in three ways: services and hours of operation were expanded in the four Model City area branches from 169 to 219 hours per week; a special new agency, the Black Culture Center, was made available to the community; and to increase the library's accessibility to Model City residents, a special bookmobile and a mobile audio-visual unit have been put into operation patterned after Brooklyn Public Library's service.

Later, when Model City monies ended, the project was approved for funding with Community Development Block Grants, and this type of financing began in July 1975. The project has been extended twice, from July 76 through April 77 and from May 77 through April 78.[10]

THE PROJECT'S IMPACT

The impact of the project was documented by a report written in 1973 by the staff of the Model City Program central office. A subsequent report has provided very similar findings: the Marketing Information and Research Department's Library Service to Inner-City Residents: Public Libraries, 1975 document states that the project serves a population of nearly 80,000 people, "who are on the average less well-off and more dependent on public services than the rest

of the city".[11] During the first Community Development year (75-76) the project circulated 114,617 volumes, registered 3151 new clients, and provided 819 activity programs to 108,599 residents of the inner-city, through the six Community Development agencies (Berkley, Black Culture Center, Blyden, Brambleton, Van Wyck and Book Beat).

During the first Community Development extension period (July 76-April 77) the project circulated 92,709 volumes, registered 1965 new clients, and provided 2705 activity programs to 91,633 inner-city residents.

The local newspaper endorsed the continuation of the project with regular funds when Model City funds dried up in 1974 (see appendix VI).

CHAPTER 3

BRANCH STUDIES

This section of the paper deals first with the area to be studied, from a library point of view. It describes in expository form the two agencies that will be fused into one when a new facility is built in the selected area and it details the need for a new agency.

The second part of this section is made up of studies conducted according to the suggestions given by the staff of the Community Analysis for Responsive Library Service Institute. The shelflist and the registration studies were performed by selecting a representative sample of the records existing at the agencies studied. The circulation study is not a statistical analysis, but it does provide some indication of the place from which library borrowers originate. All absolute figures have been converted into percentages to make comparison easier.

BRAMBLETON

The Brambleton area is served by a totally inadequate 700 square foot storefront branch library.

There is practically no room to read in the facility. Also absent is a meeting room, where educational and cultural programs might take place.

During the Model City and the Community Development years (from 1969 to the present), the branch resources and activities have been expanded by the additional funding provided by these two federal programs.

As mentioned above, one of the most significant results of the Model City program in Norfolk is the rise of a well-organized inner-city citizens' group. The Brambleton area is one of the originally-designed Model City areas, and as such it has been improved in many different ways since the inception of

the Model City program.

Citizen requests for a new Brambleton branch have been frequent. As a result of this, and through the involvement of the Library Board in the development of the inner-city library facilities, the Library Board and the Library Director requested for the first time in December, 1976 that a new, full-fledged library branch be built to replace the Brambleton storefront.

THE BLACK CULTURE CENTER

The Norfolk Public Library System operates a Black Culture Center in the inner-city. This facility came about through the efforts of the East Ghent Neighborhood Assembly, and through the library's positive response to the citizens' efforts. The Model City Program supplied the funds and other resources necessary to bring the Black Culture Center idea to fruition within the library system. The center has served the public successfully since 1970 in two different locations (it was displaced from its first site by redevelopment).

It is now placed in a storefront in the midst of Park Place, a fairly stable inner-city neighborhood. Though it has 1800 square feet, it suffers from the same drawbacks as Brambleton: it offers little reading room, and it has no meeting room. Its active programming clashes with those clients who are trying to read or to conduct research.

Because of the climate of austerity and economy prevalent in Norfolk as in many other core cities, the library has decided to move the Black Culture Center concept to the proposed Brambleton branch.

HOW WILL PARK PLACE BE SERVED?

A planned Park Place Neighborhood Center will contain a small branch facility (1100 to 1200 square feet); library programming will make use of

the Park Place Center's multipurpose meeting rooms. Effectively, this branch will serve the immediate community presently served by the Black Culture Center.

NEED FOR A NEW FACILITY

The combination of the Black Culture Center concept with a new full-fledged inner-city library branch fulfills several requests that the library has adopted as priorities. The new combined facility would help equalize library service throughout Norfolk.

The library staff has been realistic and has decided that in the present climate of austerity it is wiser to consolidate two needs into one and fuse the Black Culture Center and Brambleton branch collections and programs.

The specialized Black Culture collection of the center belongs in a facility within easy reach of the Black community. Realism has also influenced the library staff in terms of the sheer number of volumes that the new facility will be able to acquire; the library book budget was cut severely last year, and so it is wiser to combine the Black Culture Center and Brambleton collections into one foundation, and build upon a solid beginning.

The December 1976 request for a new branch has not been funded. But $15,000 was allotted for an Architectural and Engineering study. The first step in implementing this grant was to follow the site selection procedure. This is a very thorough examination, which provides a uniform approach in the selection of sites for proposed new or expanded public facilities. The process seeks to gather locational and operational criteria through the participation of staff from the agency requesting the site, and from the offices of the city real estate agent and the director of city planning. This way, the selection effort reflects the operational needs of the agency, an understanding of

emerging development patterns and regulatory controls, and a knowledge of the local real estate market.

The site selection committee is considering strongly several sites near the present Brambleton branch. The community analysis has helped with the site selection work, and vice versa.

PROGRAM OF THE BLACK CULTURE CENTER AND BRAMBLETON BRANCH

The Black Culture Center and the Brambleton branch are presently staffed with temporary, federally funded personnel, with the exception of the library assistant in charge of the Brambleton Branch, who is paid out of the operating budget. A pressing need is to staff the proposed branch with professional and non-professional permanent staff.

The bulk of the service rendered at the Brambleton and Black Culture Center facilities is in the activity field. Programming, that is, storytelling, film shows, book talks, and other similar activities are carried out of the Brambleton Branch everyday to kindergartens, churches, homes for the aged, community organizations and schools. The Black Culture Center holds regularly scheduled activities for individuals and groups, and for clinics, mental health and other institutional clients.

The library's schedule would be established according to community needs and since the 1980 census is likely to precede the opening of the new facility, the schedule will be set according to the forthcoming data of the mentioned census. Presently all of the inner-city library facilities are open to the public fewer hours than those in the affluent areas (see appendix IV).

The small passenger van funded by Community Development monies enables those groups without transportation to reach the Black Culture Center. However, as mentioned before, group activities held in the Black Culture Center

interfere with the study, reading or research work being done by clients in the adjacent areas of the center.

An attractive new facility, similar in caliber to the large branches would act as a magnet for new patrons from both Black and White areas. As the General Plan establishes it would be particularly advantageous to locate the new agency in an area where the addition of a city facility would result in a combined institutional cluster[1] and where the branch library would become a focus of cultural activities of the inner-city.

The Brambleton and Broad Creek Civic leagues and other individuals and groups in the area have been very interested in having a library facility in their midst. Two adjoining public housing parks (Roberts and Bowling) have civic leagues, and the inner-city library staff has worked with them in providing library service through a deposit collection in one of the parks (Roberts), Book Beat visits to both, and special summer-long programs for young residents of Roberts Park.

In serving community groups and organizations in the inner-city, the experience of the library service project staff tends to confirm what is known about the Black community at large; the church, civic leagues and schools are strong institutions; the population there has more need of government agencies than in the rest of society.

It is felt that not enough attention has been given to adult needs, since information and referral services are not offered in the library system. Though traditional reference departments exist at the library, the figures reflecting adult use of the four facilities studied show that more attention should be given by the library to adults. Other metropolitan libraries have organized information and referral services (Chicago, Detroit, Cleveland, District of

Columbia) to meet the informational needs of adult residents. Some of the areas encompassed by these I & R services are: on government and how it operates, educational opportunities, legal rights, jobs and career counseling, housing, health, welfare assistance, consumer information, political rights, child care, family planning, family counseling and referral to agencies that can supply indepth services along with followup of the referral, and assistance with interpretation of issues and problems that affect the clientele. The creation of an Information and Referral service is not a simple task as it involves training the professional librarian in interviewing and in basic counseling techniques. Since 1970 library service in the inner-city has utilized heavily group activities and audio-visual hard and software. The culture of the inner-city, with its emphasis on the warmth of togetherness and camaraderie, demands that the library and other agencies accept a collective approach to service delivery. Though basically against the grain of the individualistic American public library, some inner-city libraries have been sensitive to this cultural difference and have accepted that groups are as legitimate a recipient of library services as individuals are. An audio-visual room with wet carrels, software projection equipment and flexible seating furniture would be ideal for the type of spontaneous reaction to public needs which have characterized library services in the inner-city branches in the last decade. Children and adults will be able to view filmstrips or listen to materials or watch a visual show individually or collectively. Audio-visual materials supporting the school work of the student clientele would be stocked by the branch. Videotape equipment would be available for drama and dance programs, and this equipment could be utilized also by the system-wide staff for continuing education sessions.

The two meeting rooms would attract countless civic leagues and other

community groups, besides enabling the branch to conduct its programming without disturbing other library activities.

Next, this chapter presents the results of the statistical studies of the registration and shelflish files.

CHARACTERISTICS OF REGISTERED BORROWERS

The samples of the registration files of the branches studied yield the following generalizations:

Sex

The percentage of female borrowers at Blyden is 61; at the Black Culture Center, 66; at Brambleton, 71 and at Janaf, 62 (see appendix VII).

Occupation

The percentage of employed registered borrowers at Blyden is 17.3; at the Black Culture Center, 20; at Brambleton, 18; and at Janaf, 37. This corresponds with the socioeconomic profile of the total area; more people from the more affluent Janaf surroundings use their branch. Generally, for an aggressive library system, these figures reflect poor use of the branch facilities by adult citizens.

The percentage of homemakers registered at Blyden is 4.4; at the Black Culture Center, 14; at Brambleton, 11 and at Janaf, 25. The location of Janaf in a shopping center may account for the high percentage of registration in this group.

Students are the group that appears to use the four branches most heavily. This pattern seems to be truer as the rate of poverty and deprivation rises: the poor and uneducated parents do not use the three branches in their neighborhoods consistently, but their children use them heavily.

Only at Janaf is the percentage of adults using the branch (employed, 37;

homemakers, 25, retired 1, totalling 63%) larger than the percentage of students using it.

Retired people use the libraries least.

Students

The bulk of the students registered at the Black Culture Center and Blyden are in grades kindergarten through sixth. This high figure reflects the deliberate effort of these branches to hold programs for children of this age.

Most of the students registered at Brambleton are at the college level; clearly this is because of the proximity of Norfolk State College.

ANALYSIS

For the three inner-city branches, and perhaps for Janaf, too, it appears that the users conform to the groups outlined by Conant and by the Appalachian Adult Education Center:[2] first, a small segment that understands the value of libraries and uses them is discernible. Second, those who are not convinced of the value of education/library services need to be reached. Outreach is necessary to make services available to these people; their attitudes toward the library need to be changed.

Third, there is a group that needs basic skills before it can use the library advantageously; this group's attitudes also need to be changed. The library itself can help shape their attitudes. It also can teach the three R's to these people, to give them the tools they need.

COLLECTION USE

Through a study of the shelflist it is possible to ascertain what materials circulate the most, and what are the features of the collections at the agencies studied. This has been done by selecting a representative sample of the shelf-

lists, converting the resulting figures to percentages for comparison purposes, and organizing the information into charts. Appendix VIII shows the information on shelflist circulation and the following discussion is based on that appendix.

Circulation of Shelflist

The study of the circulation of the collections at the Black Culture Center, Blyden, Brambleton and Janaf agencies yields the following results: the bulk of the materials circulated by the Black Culture Center is adult nonfiction (27%), followed by adult fiction and picture books (8%), juvenile nonfiction (7%) and juvenile fiction (3%).

At Brambleton, the section of the collection most heavily used is adult nonfiction (23.4%), followed by adult fiction (15.9%) and by juvenile nonfiction (9.1%), juvenile fiction (7.9%) and picture books (5%).

For Janaf, most use is made of the adult nonfiction materials (26.3%) followed by adult fiction (16%), juvenile nonfiction (15.3%), juvenile fiction (7.9%) and picture books (1.3%).

At Blyden, in contrast to the other agencies studied, juvenile nonfiction and adult fiction materials are the most used (20.4% and 20.3% respectively), followed by adult fiction (15.8%), juvenile fiction (12.8%), picture books (6.5%) and adult readers (2.9%).

From the bottom part of Appendix VIII it is evident that the best use of the collection is made at Blyden (75.8% circulated and returned), followed by Janaf (63.7%), Brambleton (61.3%) and Black Culture Center (53%). However, Janaf has the lowest number of materials never circulated (1.3%)

10% of Brambleton's collection has never been used. 8.8% and 8.3% respectively of Blyden's and the Black Culture Center's collection have not been loaned.

Janaf has the largest number of overdue materials (34% of the collection), followed by the Black Culture Center (31.1%), Brambleton (18.9%) and Blyden (2.3%).

Book losses are greater in the Black Culture Center, Blyden and Brambleton (6.1, 6.5, and 4.5% respectively) than in Janaf (2.6%).

FEATURES OF THE BOOK COLLECTION

Age of the Collection

Roughly one third of the collections has been purchased since 1973 (see appendix IX). Approximately another third of the collections date from the 1961-70 period, and another third of the book collections date back to before 1949.

Format

The bulk of all collections studied is made up of hardbacks. Brambleton has the highest rate of hardbacks, 92%, Since this branch is so short of space, there is no place to display paperbacks.

Major Classes of Books

All four collections are heavily adult nonfiction, except for Blyden's in which the number of this class of books is the same as juvenile nonfiction (24%), and slightly less than adult fiction (27%).

The adult fiction collections are of the same size proportionately in all agencies except in the Black Culture Center. This may be due to the relatively recent evolution of the Black Culture Center as a branch. Before this trend, the Black Culture Center was similar to a special library. It collected heavily in adult nonfiction, and this is supported by the fact that 45 percent of its collection is adult nonfiction, the highest rate of this class of books of all four agencies. These books naturally are mostly in Black topics.

Blyden has the highest rate of juvenile nonfiction books, though this class of books is not out of proportion to its size in the other three agencies.

In juvenile fiction Blyden and Brambleton have built their collections to double the size of the juvenile collection in Janaf and the Black Culture Center. However, in the picture book category, Brambleton and Black Culture Center have almost doubled the amount of volumes existing at Blyden and Janaf. Brambleton has developed its reference collection the most, followed by the Black Culture Center. The relatively larger size of the collection at Brambleton may be due to its proximity to Norfolk State College. For the Black Culture Center, the reason may be its special task of stocking Black materials.

Book Prices

Most of the books in the four collections cost up to $4.00. This may be explained by the amount of paperbacks. Books priced between $4.00 and $9.00 make up almost half of all collections, except at Blyden. This corresponds with the average book prices of the last decade. As shown above, approximately one third of all four agencies' collections have been purchased in the last five years.

The low number of relatively expensive books (above $10.00) matches the relatively low number of reference volumes.

CLIENTS' RESIDENCES

From May 1 to May 13, 1978 all clients transacting business at the branches studied were asked to place a pin on a map indicating their residence. This discussion is based on the information obtained from that operation (see appendix X).

Most clients using the four agencies studied come from their adjacent areas except in the case of Janaf, which attracts significant amounts of people from 72 out of 87 planning districts and from the cities of Chesapeake and Virginia

Beach. The Black Culture Center attracts clients from the area at large also and from all of Norfolk, though in a lesser scale than Janaf.

It is interesting to note, however, that for all branches, clients travel more than one mile to reach the facility. Notice that 28% of Blyden's clients come from planning district 60, the Medical Center, and 4.5% of its clients come from planning district 41, Rosemont.

Seven percent of Brambleton's users come from planning district 89, Campostella; 4% of the Black Culture Center's clients come from planning district 65, Tidewater-Young Park, and from planning district 90, Berkley. Busing for racial integration may account for the use of branch libraries by citizens who do not live near them.

Janaf's use by clients from the four corners of Norfolk is possibly explained by its location in a shopping center.

CHAPTER 4

AREA STUDY

POPULATION

The area studied is made up of census tracts 32, 33, 34, 43, 44, 45, 46, 47, 63, and 64. It is the area midway between the present Janaf and Blyden branches. On its southwest side is the present Brambleton storefront (see appendices I and III). The section of Norfolk studied is considered a Community Development Priority Action Area, except for census tracts 63 and 64.

This chapter refers to data presented in appendix XI. The reader should use that appendix in conjunction with this chapter.

In studying the population data from the 1970 census,[1] the following considerations should be kept in mind:

1. The proposed branch is not likely to be built until after 1980, when a new census will be available; the new population figures should be used before the branch service policy is established.

2. A great deal of change has taken place in some of the studied area. A tour of the area revealed that tracts 32 and 33 are almost Black, whereas in the census these tracts are shown to be almost completely White. They carry little weight in our discussion, since it would not serve any purpose to refer to a population that is no longer residing in those areas.

3. From our conversations with the Planning Department staff, the other tracts have not changed to any considerable extent. The profile of the population in those tracts is likely to be the same as the 1970 census. Estimates compiled in October 1977 for the housing parks of the area support this statement.[2] However, the proportion of Black to White population in

Norfolk has risen, and the general population of Norfolk has dropped from 307,951 in 1970 to 286,000 in July 1976.

4. Although census tract 63 is in the service area of the proposed branch, it is an industrial park. Only fourteen people live in this tract, so it was not included in the population study.

RACE

In 1970 the non-white population in Norfolk was 30.2%. In 1975, out of a population of 285,000, 92,000 or 32% were Black and 193,000 were White.[3] Using 1970 census figures (column C) the area to be served by the proposed branch is overwhelmingly Black except for the Ingleside area (census tract 64).

AGE

The percentage of population under five years of age is very similar to the national, state, and Norfolk averages (column D). The population from five to nineteen years of age is higher than the Norfolk average in all census tracts except 34; this rate is particularly higher than the national average in 44, 45, and 46 which are immediately adjacent to the proposed service area (columns E and F). Data supplied by the Research Department of the Norfolk Public Schools shows that the largest number of students of the area are in the seventh grade and in all four high school grades.[4] However, because of busing for racial integration, these figures should be used with reservations. The population twenty to fifty years of age tends to be lower than the Norfolk average (column G). Compared to the national average, the area studied is overwhelmingly older than the Norfolk and Virginia averages in census tracts 34, 43, 47. In the housing parks of the area, however, the percentage of elderly people is small,

except for Liberty Park.[5] Norfolk as a whole contains proportionately less than half as many elderly people (column H) as the national average. On the other hand, the census tracts studied contain more elderly people than the Norfolk average, with the exception of 64.

INCOME

In terms of income, Norfolk's figures show the area to be poor. A recent city document states that this is due to the comparative lack of high-wage manufacturing firms.[6] The people who live in the area studied are very poor (column I). For example, the average income for census tract 44, in which the branch will be located, is almost one third of the national average, and almost half of the Norfolk average. This fact is further illustrated by the next column, the percentage of persons below poverty level (column J). The percentage of people below this level is higher in Norfolk than in the nation as a whole; census tract 44 has more than three times as many people below poverty level as the Norfolk average.

The percentage of the population below poverty level in the census tracts studied is much higher than the Norfolk average in all tracts except in 64.

PUBLIC ASSISTANCE

The percentage of families receiving public assistance in Norfolk (column K) is more than twice that of Virginia, and higher than the national average. On this variable, census tract 44 stands out again with more than four times the Norfolk average. Census tract 43 is twice the Norfolk average on this variable. The rest of the census tracts with the exception of 64 equally exceed the Norfolk average.

Estimates from the Norfolk Redevelopment and Housing Authority show that for the population living in its housing parks in the studied area, almost half

of all families are receiving Aid to Dependent Children.[7]

The poverty of Norfolk's people is further shown by comparing column L with column H; even though Norfolk has less than half the percentage of the national average of elderly citizens, it has twice the national average of families receiving social security.

FAMILY STRUCTURE

The percentage of families with female heads (column M) and with female heads and children under eighteen (column N) fits into the prevailing pattern of poverty and deprivation; the predominantly Black census tracts (34,43,44, 45,46,47) contain a much higher percentage of these families than the Norfolk, Virginia or national averages. In one case, census tract 44, the rate is more than three times higher than the Norfolk average, and four times higher than the national average (column M). In the housing parks located in the studied area, substantially more families are made up of single parents, according to Housing Authority estimates.[8] (See appendix XII).

OCCUPATIONS

The most predominant occupational group in census tracts 34, 43, 44, 46, and 47 is service and labor, which is the lowest paid group shown in the census. The next largest group is that of crafts and operatives. The residents of the above-listed census tracts do not, as a whole, occupy jobs in the clerical and sales and professional and management areas. One exception to this pattern is census tract 44, in which 21.3% of the population is engaged in jobs in the professional and management fields (columns O, P, Q, and R).

UNEMPLOYMENT

Unemployment in the proposed branch area is higher than the national, state, or Norfolk averages (column S). From a conversation with a staff member

of the Virginia Employment Commission in mid-May 1978, the unemployment rate in the inner-city in 1977 was an average 9.3% for adults (over 16). City-wide, the rate was 6.1% for the same time period.[9] Not surprisingly, therefore, the percentage of males in the labor force from the studied area is lower than the national, Virginia, or Norfolk averages, except in census tract 64 (column T). The percentage of females in the labor force is very close to or exceeds the Norfolk average (column U).

EDUCATION

With three exceptions (census tracts 45, 46, 64) the high school drop-out rate is higher than the Norfolk average (column W). The population studied has completed fewer school years than the Norfolk average, with the exception of census tract 64.

TRANSPORTATION USE

In census tracts 34, 43, 44, 45, 46, and 47, the population is less mobile (column Y); to get to work, they do not use a private vehicle as often as the Norfolk, national, or Virginia average.

GENERALIZATIONS

In summary, the bulk of the population surrounding the proposed branch site (census tracts 43, 44, 45) is predominantly Black. In terms of age, the population has more children than the Norfolk, Virginia and national averages, and fewer elderly persons than the national average.

The population is very poor, as shown by the income, public assistance, family structure, occupational, and unemployment figures. They have completed fewer school grades than the Norfolk average, and do not possess as many material goods as most Americans.

CENSUS DATA SINCE 1970

The recent data that has been gathered from various studies of Norfolk indicate that Norfolk's trends have sharpened since 1970. The 1975 Tayloe Murphy study estimated the Norfolk population to be 286,200, a 7% drop from the 1970 census and the percentage of Blacks increased to 32%. It also showed that the median income of Norfolk families remained to be 85% of Virginia families. The most recent information available has not changed the picture at all. Estimates from the Norfolk Redevelopment and Housing Authority for the housing projects of the studied area show that 80% of the resident families have single parents; almost half receive public assistance. The family income and average grade level of project residents are substantially below those of Norfolk. It is interesting to note that the average family has lived in a project for over ten years (see appendix XII).

LAND USE

The caveats regarding the population figures are not in order regarding the land use data because this information is rather current, and is kept up to date through computerization.

Using that information, available from the Planning Department, we have developed a chart (appendix XIII) of the census tracts studied and their land use, and the following generalizations can be made from a study of the chart:

The amount of land used for cultural, entertainment and recreational purposes is negligible. However, eleven percent of census tract 34 is used for these purposes, and that amount is significant within the context of the area studied.

Residential land is prevalent in the area studied. Its core, census tract 44, is 73% residential. From the residential area, the greatest portion con-

sists of dwelling units with five or more families, obviously because of the many public-supported housing parks being located there. Census tract 45 is made up mostly of Liberty and Merrimac Parks, also operated by the Norfolk Redevelopment and Housing Authority.

Single family dwellings make up just over one quarter of the residential area of census tract 44, mostly on the perimeter of the area studied.

Only tracts 47 and 63 are primarily other than residential. Four census tracts are very similar (33, 34, 43, and 64) in land use; they are primarily single family and duplex.

A very small amount of land in each census tract is used for transportation, utilities, communications and trade, with the exception of tract 63, which is an industrial park.

Service and trade usage are highest just below residential usage. Norfolk State College and Community Hospital make up 40% of census tract 47. The campus and hospital are in the midst of the proposed branch area.

About 15% of all the land studied is undeveloped.

NORFOLK LAND USE

There is no computer program to extract averages out of the land use file of the Planning Department. Other city computations[10] available for selected variables indicate that of all land use in Norfolk, 34.15% is residential and 6.6% commercial.

ACCESS AND TRAFFIC

The arteries that in one way can be conceived of as being barriers to pedestrian traffic may in another way be an asset for a new agency in terms of exposing a great volume of vehicular traffic to it. In examining the traffic counts from the Department of Highways, one finds the traffic counter

(Station 123) just west of the present Brambleton Branch yielding the highest count of the studied area (see appendix XIV) and the point just west of one of the proposed branch sites (station 229) yielding the next highest vehicular traffic count.

BARRIERS

Virginia Beach Boulevard and Princess Anne Road cut across the service area, and might be an impediment to children, the handicapped and the elderly.

Interstate Highway 64 separates a strip of heavily residential area from the proposed branch site.

Industrial Park (census tract 63) and railroad tracks provide futher impediment to residents of the surrounding areas. The tracks separate Ballentine Place and Ingleside from the area of the proposed branch sites.

CONCLUSIONS FROM LAND USE AND POPULATION DATA

With the high density of population and the high volume of traffic present in the area of the proposed branch, it would appear that there is a great potential for library users. The Little Creek branch, located in a heavily residential area, has the heaviest volume of business of the branch library system.

With the exception of Norfolk State College and Industrial Park, the area of the branch and that surrounding it immediately is homogeneously residential. The population is low-income, Black, and suffers from the usual ills of urban blight.

In comparing the area studied to Norfolk land use, the land surrounding the proposed branch site is much more residential than the Norfolk average, and less commercial.

From the findings presented in this chapter, it is quite evident that the relative deprivation suffered by the inner-city library facilities matches the poverty of resources of the people using them.

If improvements in city services delivery are to be made for Norfolk's inner-city residents, new adequate library facilities should be made available to those citizens.

CHAPTER 5

CONCLUSIONS

Norfolk is a typical core city; the problems besetting urban areas occur in Norfolk also. Migration to the suburbs has left larger proportions of minorities in need of most services; sensitivity to these sharp needs has been aroused only in recent times. Diminished budgets mean reductions in services to people. The library, considered a "soft" agency even in times of abundance, is especially vulnerable in times of economic retrenchment. Culture, education, and social services often become the first targets of cuts just at those times when they are needed most.

On the other side of the coin is a community more conscious of its needs and more politically united. There is a discernible increase in Black political influence, manifested in at least three ways: greater demands and expectations articulated by the Black community, voting patterns, and the reaction of some interests against spending public money for minorities. Unfortunately, not all of the increasing Black consciousness has as much influence on the library as it might. The main source of Black involvement with the library is through local community-based neighborhood or civic organizations. The national Black organizations have not had much impact on the library's development.

WHAT INFORMATION DOES THE COMMUNITY ANALYSIS PROVIDE ABOUT THE CONDITIONS IN THE AREA OF THE PROPOSED BRANCH?

This is the profile of the typical resident of the area studied: except for census tract 64, the person is likely to be Black and poor. Age is likely to be between the early teens and early or mid-twenties, There is a good likelihood that this person is or has been receiving public assistance, and either works in the service, labor, crafts or operatives field, or has suffered from

unemployment. The person has probably been raised in a family with a female head and the level of education of this resident is likely to be lower than that of the average Norfolk resident.

The physical surroundings are overwhelmingly residential, with a great occurrence of high-density, public-supported housing.

Library use in the areas neighboring the proposed branch site is mainly by females; students make the most use of the library facilities.

Proximity to a commercial area appears to be an inducement to library use; Janaf's heavy use by housewives shows this.

The proximity of the campus of Norfolk State College to the proposed site guarantees heavy use of the new facility by students from that institution.

There is no doubt from the information on branch use that there is a large population in the area that does not use libraries. Those who make use of the libraries mainly make use of the adult nonfiction. Where a full-fledged facility is available, it is used considerably more than where service is delivered at a storefront. Programs aimed at a special clientele appear to work, as shown by the heavy use by children of the Blyden and Black Culture Center facilities. Also, a special collection attracts clients from a wider area than if the facility has just a regular collection, as the case of the Black Culture Center shows. The placement of the Black Culture Center in the new facility will ensure its use by a public beyond the adjacent area.

It is evident from this paper that the local organizations, the library staff and the city must cooperate to bring inner-city library service to an acceptable level, near that of the rest of the library system, and that the library must make a concerted effort to concentrate its thrust in the area where its services are lacking. The area of poverty, deprivation, and lack of resources can be tackled

by the library if financial means are adequate and commensurate with the tasks to be performed. In organizing new programs, however, the library must be careful not to add new services without additional funds, lest the effectiveness of the entire service program of the library be decreased.[1]

From the information collected in this paper, it is clear that the library needs to take a more active stance in extending its services equally throughout the community.

The board and the staff need to develop a proactive role for the library, as Wasserman uses the term. This means that the whole staff needs to be concerned not exclusively with books, but also with "specific and viable ends identified with human needs and aspirations."[2] Programs should be designed to reflect an aggressive service stance toward the clientele.

The area we have studied suffers from an extreme degree of poverty of resources. An excellent commitment for the library would be to shift its resources and programs toward providing all residents of Norfolk equally with information that will help make their lives better. The existing gaps in service provision would then become a challenge to all of those who work with libraries in this city.

Another conclusion that can be drawn from this study is that the library needs to pay close attention to political reality. Oliver Garceau, in The Public Library in the Political Process[3] points this out. What is politics but the art of the possible? In surveying and analyzing the community it serves, the library needs to be aware of disparities in service trends, and it needs to question why these gaps in service to certain populations and/or areas exist. The board and the staff need to know the unserved community better, and create new mechanisms to make an impact on the budget process. These mechanisms, no doubt, lie in the

area of cooperation with citizen participation structures. Through more active participation in community affairs, the library can influence the allocation of resources more effectively, and guide resources to where they are needed most. Also, by participation in many community activities, the board and the staff would become aware of community concerns. One such concern is the new State Competency requirement. The library might play an active role to help students meet those requisites.

At this stage in the development of urban areas there is a financial crisis. Yet, it was only recently that society at large came to the realization that minorities have the right to truly equal services. Herein lies a great dilemma: scarcity is for the first time confronting all of the citizens of this nation since the 1930's, and budget cuts are being made. Cuts have a greater incidence on those who were provided services most recently, or who received poor services, because cuts deny the hope of expansion to the poorly served or unserved. As a visiting political scientist told a conference of librarians not too long ago:

> ....The librarian is the lantern bearer carrying what light there is against the wind and into the darkness. The United States may or may not be on the edge of a shift in societal world view. Relative scarcity, however, is likely to be an ongoing fact of life for an America schooled since World War II in increasing abundance. As librarians carry the lantern, I would urge that the light include the lessons from creative and successful responses to scarcity and the problems of justice that accompany it.[4]

The development and practice of a proactive role should result in a very fulfilling and challenging task for the board, and a very interesting professional practice for the staff, in that the traditional values of justice, freedom of speech, and the right to a decent living would be integrated fully to the library's daily work. As Rice Estes conveys in his article on segregated libraries,[5] the concern for equal service is an extension of the library profession's commitment to freedom of speech and other constitutional rights.

HOW CAN THESE OBJECTIVES BE ACHIEVED?

The library needs to evaluate carefully its direction: when a decision is made to fund a certain project, resources are denied to other potential projects. A clear direction should be set for the library, to parallel J. K. Galbraith's words on leadership, to confront unequivocally the major problem that besets it: inequality.

RECOMMENDATIONS

The following recommendations would help implement the extension of equal library services to all sectors of Norfolk. They flow from the information presented in this paper, and from the interpretation of the information by the Community Analysis Committee. They are listed in order of importance:

POLICY

It is important that the large effort made in collecting and interpreting information not be wasted by institutionalizing as soon as possible the findings of this committee into policy. Copies of this paper should be disseminated as widely as possible, with particular attention to government and civic leaders, especially those of the studied community.

Strong determination and commitment at all levels of government are needed to establish priorities for equally adequate library service.[6]

1. Establish and follow priorities that support the above goals.

2. Review the allocation of resources in the light of priorities.

BOARD AND CITIZEN PARTICIPATION

1. A Library Board member should obtain membership in the Citizens' Advisory Commission.

2. An advisory citizen group should be formed in the unserved area. Their advice would be most helpful to the Library Board and staff in planning

and operating the library.[7] Particular attention should be given to selecting people for the boards who will play an active role, and who will be representative of the community.

STAFF

1. Hire permanent employees. Redistribute staff positions to reflect priorities.

2. Hire professional librarians with a sensitivity to people's needs.

3. Enforce Affirmative Action miniplan.

The above three items would be in keeping with the original goals of Model City Program, Equal Employment Opportunity and Affirmative Action.

4. Encourage staff to continue their education particularly in Black and urban studies, education (adult, adolescent, childhood), the aging and the handicapped, research techniques, civil rights and planning.

5. Encourage staff to work with agencies and groups from the unserved community.

PHYSICAL RESOURCES

1. A new building in the unserved area of the study would give the Black Culture Center a new lease on life. There would be better use of the Black Culture Center and Brambleton collections. The new facility would provide an excellent anchor of library service to Norfolk's inner-city residents.

2. Purchase a large passenger vehicle to bring clients to the libraries' agencies.

3. Books are used by vast numbers of people; an increase in book budgets is indicated to work toward 1980 state library standards. More money is needed to make new book acquisitions.

4. More use should be made of paperbacks.

PROGRAMS

1. Each program or facility of the library should conduct a similar community analysis.

2. Direct service to patrons should be a priority.

3. A union catalog for the library should be further developed and made easily available.

4. Reference service should be remodeled. An information and referral service should be implemented, in the pattern of those of other metropolitan library systems. This recommendation grows out totally form the community analysis, and though it has been discussed and somewhat developed before this, the information gathered from the analysis bears out the need for greater attention to adult service, in the shape of information and referral services. The relative success of the inner-city library service project, shown particularly by the high figures of attendance to cultural activities and by continued evaluation and funding point to a strategy to be followed by a new facility. But this strategy works only for children; adults must be attracted to the new branch and to libraries in general with information about vital matters.

5. Quick communication throughout the library system should be possible through teleprinter or through a courier service.

6. In the inner-city the new branch should continue the demonstration work started by the Model City Program.

7. Individuals should be served, as they traditionally have been, but the library should use the group or organization approach, rather than expect all patrons to come in individually.

FOOTNOTES

Chapter 1

[1]Annalyn Swan, "Queen Mary in Virginia," Time 111 (April 17, 1978): 57.

[2]Information obtained from files in the Sargeant Memorial Room, Norfolk Public Library.

[3]Virginia State Library, Statistics of Virginia Public Libraries and Institutional Libraries, 1975-76 (Richmond: 1977).

[4]R. G. Miller, "Dr. E. Mason discusses trends in libraries at college luncheon," Mississippi Library News, 40 (December 1976): 199.

Chapter 2

[1]Norfolk, Planning Department, General Plan of the City of Norfolk (Norfolk: 1967.

[2]Norfolk, City Manager, "Application of the City of Norfolk for Federal Funding Under the Comprehensive Planning Assistance Program," 1977.

[3]J. K. Galbraith, The Age of Uncertainty (Boston: Houghton-Mifflin Co., 1977) p. 321-322.

[4]Norfolk, Department of Development, "Economic Development Background Paper," 1978.

[5]Norfolk, Model City Program, Comprehensive Model City Program: One Year Action Program (Norfolk: April 1969) p. 5.

[6]Ibid., p.16. Quotation marks in original.

[7]Eliza Atkins Gleason, The Southern Negro and the Public Library (Chicago: University of Chicago Press, 1941).

[8]Norfolk, Model City Program, Comprehensive Model City Program: One Year Action Program (Norfolk: April 1969) p. 2.

[9]Ibid, p.66.

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[4]Estimate obtained from Norfolk Public Schools Research Department.

[5]Norfolk Redevelopment and Housing Authority, "Special Statistics for Selected Projects," October 1977.

[6]Norfolk Department of Development, "Economic Development Background Paper," 1978, p. 2.

[7]Norfolk Redevelopment and Housing Authority, "Special Statistics for Selected Projects," October 1977.

[8]Ibid.

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[5]Rice Estes, "Segregated Libraries," in Landmarks of Library Literature 1876-1976, ed. Diane J. Ellsworth and Norman D. Stevens (Metuchen, New Jersey: Scarecrow Press, 1976).

[6]Carlos A. Cuadra, Library Information Needs of the Nation, Conference on the needs of Occupational, Ethnic, and Other Groups in the U.S. (Washington, D.C.: Government Printing Office, 1974) p. 194.

[7]One of the most successful inner-city library projects for Afro-Americans is the Queens City Borough (New York) Public Library's Langston Hughes Community Library and Cultural Center. A Library Action Committee composed entirely of members of the community is responsible for hiring the supervisor of the LHC, establishing policy, and operating the center in conjunction with the Queens Borough Public Library. The people who staff the library are all members of the immediate community.

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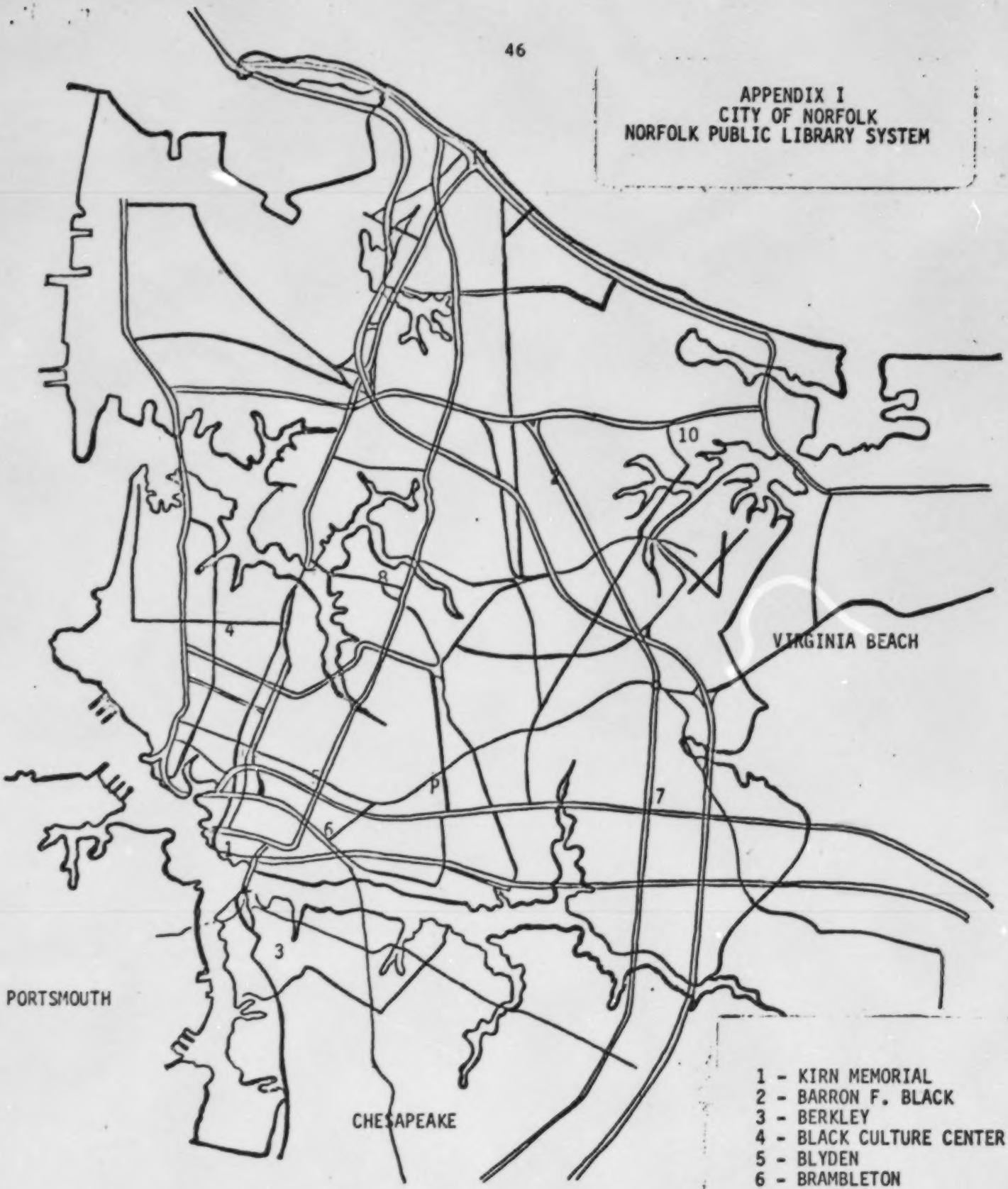
APPENDIX I
CITY OF NORFOLK
NORFOLK PUBLIC LIBRARY SYSTEM



1 - KIRN MEMORIAL
2 - BARRON F. BLACK
3 - BERKLEY
4 - BLACK CULTURE CENTER
5 - BLYDEN
6 - BRAMBLETON
7 - JANAF
8 - LAFAYETTE
9 - LARCHMONT
10 - LITTLE CREEK
11 - PRETLOW
12 - VAN WYCK

APPENDIX II
NORFOLK
PLANNING DISTRICTS

APPENDIX III
NORFOLK
CENSUS TRACTS

APPENDIX IV

BRANCH RESOURCES *

BRANCH	SQUARE FOOTAGE	BOOK BUDGET 75-76	BOOK BUDGET 76-77	BOOK BUDGET 77-78	DATE BUILT	VOLUMES FEB. 78	PRESENT OPENING HOURS PER WEEK
B. F. Black	6000	$ 546.16	$ 2,364.39	$12,000.00	1977	18,857	59
Berkley ***	1500	4,000.00	4,200.00	3,000.00	1955	16,350	50
BCC **	1800	2,900.00 ****	4,000.00	2,800.00	rental	12,347	52
Blyden **	4000	4,250.00	4,250.00	3,000.00	1957	19,878	55
Brambleton **	720	3,500.00	3,500.00	3,000.00	rental	11,013	51
Janaf **	6500	12,000.00	12,000.00	10,000.00	1966	40,412	59
Lafayette	6500	13,500.00	13,000.00	10,000.00	1970	48,096	59
Larchmont	7000	13,500.00	13,500.00	10,000.00	1968	43,612	59
Little Creek	6700	13,500.00	13,500.00	10,000.00	1967	44,036	59
Pretlow	5600	12,000.00	12,000.00	10,000.00	1961	35,534	59
Van Wyck ***	3500	3,500.00	3,500.00	3,000.00	1916	17,228	47

* Does not include personnel; for personnel see appendix V.

** Branches in Study Area. Janaf is not in the Inner-City.

*** Inner-City branches not in study area.

**** Community Development funds.

APPENDIX V

STAFFING

AGENCY	PRINCIPAL[1] LIBRARIAN	SENIOR[2] LIBRARIAN	LIBRARIAN	JUNIOR[3] LIBRARIAN
Barron F. Black	0	1	0	1
Berkley	0	0	1	0
Black Culture Center	0	0	0	0
Blyden	0	0	0	0
Brambleton	0	0	0	0
Janaf	0	1	0	1
Lafayette	0	1	1	0
Larchmont	0	1	1	0
Little Creek	0	1	0	0
Pretlow	0	1	1	0
Van Wyck	0	0	0	1

1. A Principal Librarian supervises the Library Service Project, which includes Berkley, Black Culture Center, Brambleton, Blyden, Van Wyck, and Book Beat.
2. These are branch heads.
3. Positions on following page are non-professional.

APPENDIX V

STAFFING

AGENCY	SENIOR[4] LIBRARY ASSISTANT	LIBRARY ASSISTANT	SENIOR LIBRARY CLERK	LIBRARY CLERK	FULL-TIME LIBRARY AIDE[5]	SHELVER HOURS	PART-TIME LIBRARY AIDE[5]	FULL-TIME EQUIVALENT JANITOR
Barron F. Black	2	0	0	1	0	36	0	.5
Berkley	0	0	0	0	2	34½	1	1
Black Culture Center	1[5,7]	1[5]	0	0	1	12	0	4[5]
Blyden	1[8]	0	1[5]	0	2	18	0	0
Brambleton	0	1[9]	0	0	1	18	1	0
Janaf	1	0	2	0	0	35	0	.5
Lafayette	0	1	1	1[6]	0	36	0	.5
Larchmont	0	0	3	0	0	36	0	0
Little Creek	2	1	1	0	0	36	0	.5
Pretlow	0	0	1	2[6]	0	36	0	0
Van Wyck	1	0	0	1	0	16	0	.5

4. Positions are listed from left to right in decreasing rank.
5. Community Development funded; temporary positions.
6. CETA (Comprehensive Employment Training Act); are Federally funded; temporary positions.
7. Assistant in charge of the Black Culture Center.
8. Assistant in charge of Blyden.
9. Assistant in charge of Brambleton.

APPENDIX VI

The Virginian-Pilot

ESTABLISHED NOVEMBER 21, 1865

Page C4 Sunday, November 4, 1973

Books for Blacks

The Model City library project, scheduled to end June 30 after four years of Federal backing, is one that Norfolk should continue on its own. The City has been using Model City funds to put public library branches in the black community on a par with those in white neighborhoods. The equalizing was long overdue. Norfolk should not permit the inequities to recur.

For only $124,000 annually, the Norfolk Public Library has extended the hours and increased the staffs of Berkley, Blyden, Brambleton, and Van Wyck Branches, opened a Black Cultural Center at 3506 Colonial Avenue, and launched an outreach program, Book Beat, using mobile vans to visit day care centers, churches, hospitals, homes for the aged, and physically handicapped individuals.

The response has been heartening. But despite this markedly increased usage, the number of books circulated annually at the black branches ranges from 5,597 at the Black Culture Center to 23,431 at the Blyden Branch, compared to more than 100,000 at every one of the branches in white communities. Public libraries have been, by and large, middle-class white institutions, and the drive to attract blacks to them in comparable numbers requires special funds and efforts. Some success is indicated by the fact that although the Black Cultural Center was established to meet special interests of black readers, the demands for books of a general nature have steadily increased there. In time this facility on Colonial Avenue seems destined to become another full-fledged branch.

Education offers at least the beginnings of the answers to many inner-city problems, and the public library is nearly as vital there as the public school. Norfolk should not allow a promising experiment to lapse.

APPENDIX VII

CHARACTERISTICS OF REGISTERED BORROWERS

REGISTRATION (PERCENTAGES)

SEX

	BLYDEN	BLACK CULTURE CENTER	BRAMBLETON	JANAF
Male	39	34	29	38
Female	61	66	71	62

OCCUPATION*

Employed	17.3	20	18	37
Homemakers	4.4	14	11	25
Students	74	53	66	37
Retired	4.3	0	4.3	1
Unknown	0	12	0	0

STUDENTS

GRADE LEVELS**

K-6	38	27	15	12
7-9	7	11	12	10
10-12	14	7	14	11
College	7	7	23	4
Other	7	2	1	1

*Some of these figures do not add up to 100% because of rounding off.

**These percentages do not add up to 100% because the samples obtained contained people who are not students. These figures are the percentages of the total sample for that branch.

APPENDIX VIII

COLLECTION USE

PERCENTAGES*

	BLACK CULTURE CENTER	BLYDEN	BRAMBLETON	JANAF
In Circulation & Returned	53	75.8	61.3	63.7
Overdue	31.1	2.3	18.9	34
Lost	6.1	6.5	4.5	2.6
Never Circulated	8.3	8.8	10	1.3
MAJOR CATEGORIES OF BOOKS CIRCULATED AND RETURNED				
Adult Nonfiction	27	20.3	23.4	26.3
Adult Fiction	8	15.8	15.9	16
Juvenile Nonfiction	7	20.4	9.1	15.3
Juvenile Fiction	3	12.8	7.9	4.8
Picture Books	8	6.5	5	1.3
Total Circulated & Returned	53	75.8	61.3	63.7

*Totals do not add up to 100% because of rounding off.

APPENDIX IX

COLLECTION STUDY

PERCENTAGES

	BLYDEN	BRAMBLETON	BLACK CULTURE CENTER	JANAF
Year Book Published				
to 1949	5	4	3	4
1950-60	14	11	6	14
1961-70	37	35	25	33
1971	4	5	7	6
1972	3	6	10	8
1973	10	6	16	8
1974	6	6	12	7
1975	5	6	7	6
1976	8	9	7	7
1977	3	7	4	3
1978			.3	
No date	5	7	5	5
Book Format				
Hard	77	92	74	84
Paperback	23	9	26	16
Major Classes of Books				
Adult Nonfiction	24	33	45	42
Adult Fiction	27	23	16	25
Juvenile Nonfiction	24	16	17	18
Juvenile Fiction	14	12	6	6
Easy	7	11	12	7
Adult Reference	2.5	5	4	2
Juvenile Reference	.7	2	.3	.3

APPENDIX IX

COLLECTION STUDY

PERCENTAGES

Book Prices

	BLYDEN	BRAMBLETON	BLACK CULTURE CENTER	JANAF
$ 0 to 4.99	71	46	38	41
4.01 - 5.99	13	26	26	24
6.00 - 8.99	10	18	23	25
9.00 - 10.99	1	2	3	4
11.00 - 15.00	1	3	4	3
16.00 - 20.00	.2	0	.3	0
Over 20.00	.2	1	4	0
No Price	3	4	5	1
Gift	1	3	.5	2

APPENDIX X

CLIENTS' RESIDENCES

MAY 1-13, 1978

PLANNING DISTRICT:	BLYDEN	BRAMBLETON	BCC	JANAF	
01				.5%	Willoughby
03				.3%	Pinewell
04				.5%	Ocean View
05				.5%	Cape View
06				.5%	Pretty Lake
07				.5%	Shore Drive
08				.3%	Pamlico
09				.3%	Merrimac Park
11				.3%	Northside
12				.8%	Oceanair
14				.3%	Snug Harbor
15				.8%	North Chesapeake Blvd.
17				.5%	Belair
18				.3%	Roosevelt Gardens
20				.5%	South Camellia
21				1 %	Larrymore
22				5 %	Azalea
26				.3%	Naval Base
28			1%		Glenwood Park
31			1%		Titustown
32				.5%	Sussex
36				.3%	Talbot Park

APPENDIX X

CLIENTS' RESIDENCES

MAY 1-13, 1978

PLANNING DISTRICT:	BLYDEN	BRAMBLETON	BCC	JANAF	
44		1 %			East Norview
45				5.5%	Norview
46				1 %	Norvella
47	2.3%	1 %		5 %	Estabrook
48	1 %			9 %	Fox Hall
49				2 %	Coleman Place
50				.5%	Ballentine Place
51		1 %	2 %		Lafayette
52		2.3%	59 %		Park Place
53			12 %	.3%	Colonial Place
54			3 %		North Colley
55	1 %			.3%	Lamberts Point-Old Dominion
58			2 %		E. 21st St.-Monticello
60	28 %				Medical Center
65	31 %	2.3%	4 %	.3%	Tidewater-Young Park
66	18 %	1 %		.3%	Huntersville
67	4.5%	1 %			Lindenwood
68		2.3%			Tidewater Drive-Industrial Park
69		46 %			Ghent
70	1 %	14 %	3 %	.5%	Brambleton
72	2.3%	9 %			Chesterfield
73				.3%	Industrial Park

APPENDIX X

CLIENTS' RESIDENCES

MAY 1-13, 1978

PLANNING DISTRICT:	BLYDEN	BRAMBLETON	BCC	JANAF	
74		1 %		.5%	Cromwell Rd.-Industrial Park
75		1 %		8 %	River Oaks
76				1 %	Lake Taylor
77				9 %	Lake Terrace
78				3 %	Maple Hall-Hollywood
79				.3%	Kempsville
80				2 %	Easton
81				7 %	River Forest
83		2 %		6 %	Ingleside
84				13 %	Poplar Halls
85				1 %	Glenrock
86				7 %	Crown Point
88	2.3%	1 %			Campostella Heights
89		7 %			Campostella
90		1 %	4 %		Berkley

APPENDIX XI

POPULATION

COLUMN A	COLUMN B	COLUMN C	COLUMN D	COLUMN E
PLACE	POPULATION	% BLACK	% UNDER 5	% 5-14
Nation	203,211,926	11	8.4	20.1
Virginia	4,648,494	19	8.4	20.0
Norfolk	307,951	28	8.4	17.4
1976 Norfolk	286,000	32		
Census Tract				
34	2,79[illegible]	99.5	7.4	17.2
43	4,072	99.7	7.8	13.8
44	4,250	99.4	9.2	32.5
45	3,418	99.9	8.4	22.3
46	3,466	84.5	10.2	30.9
47	2,623	99.5	7.7	18.3
64	3,946	4.7	7.9	18.6

All figures in this appendix are from the 1970 Census, except the 1976 Norfolk population figures, which are from Martin and Serow, Estimates of the Population of Virginia Counties and Cities, 1977. The actual figure estimated for Norfolk is 276,000. The Planning Department staff recommends that 10,000 be added to that figure.

APPENDIX XI

POPULATION

COLUMN A PLACE	COLUMN F % 15-19	COLUMN G % 20-59	COLUMN H % 60 & OLDER	COLUMN I MEDIAN FAMILY INCOME
Nation	9.4	41.4	20.7	9,590
Virginia	9.4	50.6	11.6	9,049
Norfolk	8.3	54.6	9.9	7,821
Census Tract				
34	8.8	46.3	20.3	6,907
43	10.0	46.1	15.9	4,814
44	12.3	35.8	10.0	3,904
45	10.0	48.8	10.4	6,209
46	11.3	38.6	10.8	5,286
47	10.3	49.5	14.2	4,849
64	9.9	54.5	9.7	10,725
Norfolk 75				11,387

APPENDIX XI

POPULATION

COLUMN A	COLUMN J	COLUMN K	COLUMN L	COLUMN M
PLACE	% BELOW POVERTY	% FAMILIES RECEIVING PUBLIC ASSISTANCE	% FAMILIES RECEIVING SOCIAL SECURITY	% FAMILIES WITH FEMALE HEAD
Nation	13.7	5.5	10.7	11
Virginia	15.5	2.9	14.4	9
Norfolk	16.1	6.2	23.4	15
Census Tract				
34	19.6	8.0	32.9	24.0
43	34.8	12.7	31.3	31.8
44	54.7	26.6	20.2	47.2
45	22.0	5.7	16.4	21.9
46	35.0	7.5	22.9	28.1
47	34.3	10.0	17.9	30.1
64	6.6	2.3	13.5	11.9

APPENDIX XI

POPULATION

COLUMN A	COLUMN N
PLACE	% FAMILIES WITH FEMALE HEAD AND CHILDREN UNDER 18
Nation	6
Virginia	5
Norfolk	10
Census Tract	
34	10.4
43	17.3
44	35.6
45	12.4
46	22.8
46	18.8
64	8.8

APPENDIX XI

POPULATION

COLUMN A	OCCUPATION - 16 or OVER			
	COLUMN O	COLUMN P	COLUMN Q	COLUMN R
PLACE	PROFESSIONAL & MANAGEMENT	CLERICAL & SALES	CRAFTS & OPERATIVE	SERVICE & LABOR
Nation	23.1	25.1	31.4	20.4
Virginia	23.3	23.3	29.5	18.3
Norfolk	22.0	29.1	25.7	23.1
Census Tract				
34	11.1	19.9	30.1	38.9
43	9.8	11.1	32.6	14.5
44	21.3	13.3	24.8	40.6
45	10.7	23.8	28.2	37.4
46	11.6	14.0	31.4	42.9
47	6.9	9.3	27.4	56.6
64	25.8	28.0	30.4	15.8

APPENDIX XI

POPULATION

COLUMN A	COLUMN S		COLUMN T	COLUMN U	COLUMN V
PLACE	% UNEMPLOYED OF LABOR FORCE MALE	FEMALE	% MALES IN LABOR FORCE	% FEMALES IN LABOR FORCE	% 16-21 YRS. NOT HS GRAD./IN HS
Nation	3.9	5.2	76.6	41.4	15.2
Virginia	2.3	4.0	78.8	42.4	20.5
Norfolk	3.0	5.5	85.6	38.8	19.4
Census Tract					
34	3.3	4.8	61.9	44.7	43.8
43	5.3	3.9	65.1	39.4	26.5
44	6.0	7.7	67.1	36.6	23.7
45	1.7	8.7	71.7	47.1	17.0
46	3.4	7.8	72.2	36.0	28.4
47	3.3	7.6	71.3	36.0	19.5
64	3.5	3.2	85.7	46.7	12.0

APPENDIX XI

POPULATION

COLUMN A PLACE	COLUMN W % HS GRAD.	COLUMN X MEDIAN SCHOOL GRADE COMPLETED	COLUMN Y TRANSPORTATION TO WORK % OTHER THAN PRIVATE	COLUMN Z % RENTAL OCCUPIED DWELLINGS
Nation	52.3	12.1	34.0	34.8
Virginia	47.8	11.7	36.3	35.6
Norfolk	47.9	11.8	41.5	54.4
Census Tract				
34	33.5	9.8	49.4	42.7
43	24.6	8.9	71.8	64.3
44	34.3	10.3	61.9	73.7
45	40.4	10.8	57.4	86.1
46	24.9	9.5	50.1	59.5
47	17.9	7.8	76.9	68.4
64	50.4	12.0	31.4	37.7
Norfolk 75				53.35

APPENDIX XII

*1977 Housing Project Estimates of the Area Studied

HOUSING PROJECTS	TOTAL # OF FAMILIES	SINGLE PARENT FAMILIES		WELFARE FAMILIES		AVERAGE # YRS. OF EDUCATION	AVERAGE FAMILY INCOME	AVERAGE # OF YRS. LIVED IN PROJECT
		#	%	#	%			
Bowling Park	347	295	85%	184	53%	9.6	$ 4,583.00	10.9
Roberts Park	228	200	87%	124	54%	9.4	3,925.00	10.1
Roberts East	191	157	82%	101	52%	9.8	5,047.00	10.7
Moton Park	137	115	84%	78	57%	9.3	4,389.00	10.8
Liberty Park	834	531	64%	227	27%	10.0	5,935.00	10.7

*Source: Norfolk Redevelopment and Housing Authority.

APPENDIX XIII

LAND USE IN AREA STUDIED

Percentages

							RESIDENTIAL			
COLUMN 1	COLUMN 2	COLUMN 3	COLUMN 4	COLUMN 5	COLUMN 6	COLUMN 7	COLUMN 8	COLUMN 9	COLUMN 10	COLUMN 11
CENSUS TRACT	TRANSP. & OTHER	TRADE	INDUSTRIAL & OTHER	SERVICE	UNDEVELOPED	%	1 FAMILY	DUPLEX	3-4 FAMILIES	5+ FAMILIES
32	.6	1	.9	3	7	83	78	19	3	-
33	5	3	2	30	13	47	73	24	3	-
34	4	3	1	35	14	39	66	20	7	5
43	7	8	8	25	14	38	40	11	7	42
44	6	2	3	3	15	71	27	2	1	71
45	3	.2	10	6	6	73	14	4	1	81
47	9	3	18	40	11	17	21	59	13	7
63	1	46	10	15	27	.8	100	-	-	-
64	3	5	7	12	8	62	75	2	2	7

* Columns 2 thru 7 add up to approximately 100%

Columns 8 thru 10 add up to approximately 100%

APPENDIX XIV

TRAFFIC COUNTS

Station	Place (See Map)	24 Hour Total	Direction
123	Brambleton Ave. between Maltby and Reservoir Aves.	12368	East
123	Brambleton Ave. between Maltby and Reservoir Aves.	13906	West
221	Park Ave. between Olney and Bond Aves.	14166	Non-directional
229	Princess Anne Rd. between Norchester and Majestic Aves.	19704	Non-directional
194	Merrimac Ave. between Corprew and Pioneer Aves.	14427	Non-directional
260	Virginia Beach Blvd. between Merrimac and Norchester Aves.	17754	Non-directional